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17. ABSTRACT (MAX. 250 WORDS)

The complete text of "The Integration Crisis," issued by the Council of Supervisory Association (CSA), is presented. The council states its opposition to certain policies adopted by the superintendent of New York City schools, its approval of others, and its proposals for better education for all students. The council opposes joint zoning and extensive busing of elementary and junior high school pupils. It feels that the concept of the neighborhood school is sound, free choice of schools should be allowed, and transportation should be provided for children whose parents want them to be educated in other schools. The council opposes the decision to discard group intelligence tests because of their alleged unfairness to culturally deprived children: however, the tests can be very useful if used in conjunction with other factors.

The council proposes that all groups currently involved in the struggle for integration and better education should unite to achieve goals, the various professional associations of educators should merge forces, and a concerted effort to achieve an operating budget of $1,000 per pupil per school year should be set as the immediate goal. Excellence in education for all students can be achieved by voluntary public nursery school programs, reduced class size, a greatly expanded guidance program, inservice development in human relations, an accelerated program of school construction and maintenance, greater experimentation with new educational approaches, an intensified high school placement program, new and better curriculum materials, and Federal support for deprived neighborhoods.

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ADMINISTRATORS ON SCHOOL INTEGRATION

Council of Supervisory Associations

On March 25, 1964, a statement, "The Integration Crisis" was issued by the Council of Supervisory Associations, a New York City group representing 3,000 high school, junior high school, and elementary school principals, department chairman, administrative assistants in high schools, assistant principals, board of examiners, assistant superintendents, and other supervisors. Following is the complete text of the statement.

The Council of Supervisory Associations views with alarm the current crisis in the New York city public schools. At stake is the future of public education in New York.

The CSA recognizes that the current civil rights movement is an outcome of many years of discrimination and frustration. However, it deplores the attempt to resolve problems rooted in housing and employment patterns through the schools alone. A vigorous attack on housing and employment patterns must be sustained and educators should join emphatically. The schools can be a major weapon in the battle against bigotry and in positive upgrading of lives of minority group members.

But the schools cannot become pawns in the larger struggle.

If present trends continue, there will be an accelerated erosion of support for public schools from that segment of the population that can well afford the tax price of good public education. In plain words, the flight of white, Negro and Puerto Rican middle class children to private and parochial schools and to the suburbs can be expected to gain momentum.

This will leave as the increasingly greater majority of pupils children from low socio-economic groups, among whom a large proportion of Negroes and Puerto Ricans will be found.

If present trends continue, integration will not be possible. A parallel with Washington, D. C. will develop where 85 percent of the pupils are Negroes.

The CSA is firmly opposed to tactics employed by extremists in the civil rights movement. Intergroup relations in the schools are being worsened. It is not possible to attain satisfactory results in education, let alone the excellence which we seek to attain, when sullen behavior and open defiance among pupils and parents are developed and aggravated. The recent wave of pupil attacks on teachers may well be partly due to the vilifying tactics and boycotts currently in vogue. The possible consequences of a continuation of this type of campaign should be considered most seriously by those responsible.

The CSA insists that vilification of teachers, supervisors and members of the board of education cease. Vigorous action will be undertaken if vilification continues.

The problem can never be resolved through action and reaction, however. The only tenable position to take is that all groups interested in education must address themselves diligently to the causes of the present crisis and work together in purposeful harmony.

The CSA supports the board of education and the superintendent of schools in their intent to solve the serious problems inherent in the struggle for integration.

In recent years many efforts have been made to compensate in the schools for developmental gaps in pupils' backgrounds, for whatever reasons. New York city has been a leader in urban education in programs for deprived children. Higher Horizons, the Early Identification-Program, the All-Day Neighborhood Schools, the After-School Remedial Program, and the employment of Anxiliary Teachers are examples of efforts that have been made. Class size has been reduced and specialized educational personnel have been deployed in schools especially designated to provide more service for deprived children. Rigorous attention has been given to school zoning to insure that gerrymandered districts

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of the past would never reappear and to promote integration where possible. Open enrollment and free choice policies are further examples of attempts to promote integration For all these efforts, the board of education and the superintendent of schools are to be commended, encouraged and supported.

On the other hand, other policies have been adopted recently which the CSA believes to be basically unsound and which reflect the failure of the superintendent of schools to consult with his professional staff before arriving at decisions.

(1)The CSA cannot endorse the efforts to achieve integration through so-called joint zoning and extensive busing of elementary and junior high school pupils. *The CSA insists that the neighborhood school principle is fundamentally sound.* Its stand is based on educational reasons and is summarized as follows:

(a) Pupils' educational needs can be met through coordinated effort of school, home and community; this type of coordination can be most effective if the school is close to home; consider, for example, the added difficulties bus transportation distance will add to the already serious problem of encouraging parents to confer with teachers about their children's progress.

(b) After-school programs are vital to the modern school: whether these programs are community center activities, after school play or school subject remedial clinics, their likelihood of occurrence is diminished when children must use a bus to reach school.

(c) Time spent on a bus, and waiting for a bus is wasted: it could better be utilized in social play, physical activity or reading.

(d) The cost of bus transportation is a major item that should be applied to development and purchase of new and better textbooks and other materials and supplies.

(e) The basic assumption regarding engineering integrated r a c i a l groups is that it will improve the education of all children; this remains to be proved and if an experiment on joint zoning were to be attempted, this would be justifiable; no proposals for experimentation have been offered and indeed, although open enrollment has been tried for several years, no results have been reported as yet with respect to evaluation of of progress of the transported children. This leads to the proposition that all innovation in education should be tried experimentally before decisions regarding general applicability are made.

(f) The present plans for joint zoning or paired schools involve a fundamental change in the organization of the school system. Instead of three levels—elementary, junior high and senior high, it is proposed that there will be four levels: (1) K-3, (2) 4-6, (3) 7-9, and (4) 10-12. From the point of view of the children, this is fundamentally unsound. The children who need help the most are usually those who move about a great deal. These children need a stable school environment without added d i v i s i o n s. Furthermore, there is a basic school climate and tradition that is important on the overall learning atmosphere The further fractionation of the school organization will d i m i n i s h the probability of the development of such a learning climate.

The CSA therefore unequivocally endorses the neighborhood school concept and approves of the policy of allowing free choice of schools with bus transportation provided for parents wanting children to be educated in other schools.

(2) The decision to discard group intelligence tests because of their alleged unfairness to underprivileged children and to bilingual children is another example of a hastily adopted, unsound policy, reflecting a lack of adequate consultation with supervisors. Psychologists and educators have been working for years to develop non-verbal and culture-free tests without much success. To drop group intelligence tests and to expect the development of adequate substi-

tutes in the form of guides for teacher judgment and new culture-free tests is like selling one's Buick because a *Popular Science* article promises a hydro-foil automobile.

Group intelligence tests are useful and valid predictors of success in school, particularly when used with caution and in combination with other factors. Indeed, the official directives to the schools accompanying all city-wide testing programs, in consonance with practices endorsed by test experts, have always cautioned principals against administering the tests to children with language, cultural, social, emotional or physical handicaps. Principals have always been cautioned to interpret results with care and to be especially alert to instances of discrepancy between various estimates of pupil ability such as formal or informal assessment of achievement.

If tests have been used on children, who should not have taken them, then administrators must be reeducated. If tests results have been misinterpreted, then teachers and administrators need reeducation. It is strongly recommended that a thorough educational program on the uses and limitations of tests be instituted. But to throw all group intelligence tests out because of alleged unfairness to some children is utterly unsound and will be a negative influence on the effort to adapt educational programs to the differing needs of pupils.

The special circular to the schools announcing the major decision to discontinue the use of group intelligence tests is particularly disheartening. It reflects a dreadful naivete about tests and their uses and ends on an incredible note of inconsistency. It is insulting to the professional staff to assume that group intelligence tests are used as a sole basis for "judging instructional needs of children." In fact, calling the tests "IQ tests" is enough to make one shudder. Laymen have done so, they they are not expected to know that the tests measure intelligence or general ability, not a quotient, which is derived. Finally, the last two sentences of the circular summarize its preposterous nature.

They read "Improved assessment of pupil abilities in the first grade will help us to draw the pupil into successful learning sooner. If the program proves to be beneficial, similar developments can be instituted in higher grades in subsequent projects."

The penultimate sentence is an assertion, based on the new policy and the promise of successful research, which can never be promised, or there would be no need for research. The ultimate sentence then questions the assertion. That is the ultimate.

Common sense calls for rescinding this policy, instituting an educational program on the uses and limitations of tests and encouraging genuine research in the development of better tests.

Thus far CSA has indicated its general support of the goals of the civil rights movement and some attempts made by the board of education and the superintendent of schools to achieve these goals. It has indicated its opposition to the extreme tactics employed by certain groups, its opposition to joint zoning and its emphatic support of neighborhood schools and "free choice."

What does the CSA propose?

1. *All groups currently involved in the struggle for integration and better education should unite and agree to work together to achieve goals on which all are in accord.* Certainly there is no disagreement that schools in deprived areas should be staffed and equipped to be able to help children overcome deprivation they may have suffered. However such a program is labeled, be it "Higher Horizons," "Saturation Program" or "Special Service Schools," there is no question that a good deal of educational effort and experimentation should be focused on the needs of the children.

2. Public education in New York City desperately needs greater support. Think of the combined strength that could be harnessed constructively for better schools if we could bring together the vigorous civil rights groups and the teachers and the supervisors and the parents and citizens of this great city.

3. The Public Education Association

has urged coalition of forces for better education. The CSA proposes joining hands with the United Federation of Teachers, AFT, in meeting with the PEA to develop the necessary overall merging of forces .

4. A concerted effort to achieve an operating budget of $1000 per pupil per school year should be set as the immediate goal to be presented to the governor and the mayor with a determination to insist vigorously on this minimum.

The CSA, representing 3000 supervisors directly concerned with the education of our children, maintains that the public must know the consequence of a failure to unite behind its program. There is no question about the present trend. Many parents are taking their children out of public schools and giving up the fight for better public education. Immediate and forceful action to upgrade our schools is the only possible way to reverse this trend.

The CSA sets forth, in broad outlines, a series of proposals that could be effected if the $1000 per child operating budget can be attained. The alternative will only be a continued struggle to allocate too little to too many. Before listing these proposals, the CSA first urges a restudy of the publication "Staffing Our Schools Today and Tomorrow." This important assessment of the overall needs of our schools represents a summary of two years of deliberation by the board of superintendents and Examiners. It was published in December, 1962 and promptly consigned to oblivion. It deserves resurrection and careful study.

Here now, are proposals for achieving excellence in education for all our pupils. Many have already been proposed by others. No claim for originality is intended.

1. *Voluntary public nursery school program*
   This should be started in low socio-economic neighborhoods tended throughout the city, if results are positive.
2. *Reduce class size*
   Maximum class size throughout the city should be 30, attained in five years. Smaller maxima should prevail in accord with children's needs.
3. *Greatly expanded guidance program*
   Energetic cooperation with local universities will be necessary for the expanded programs that must be developed to prepare professionally the additional needed counselors, psychologists and social workers A psychologist in every school should be a goal, particularly to insure sound assessement of individual pupils where group tests results are questioned.
4. *Imaginative and vigorous in-service development in human relations*
   New policies need to be created. Help should be obtained from appropriate agencies and a positive program developed under the Director of Human Relations. Intergroup understanding must be developed among supervisors, teachers and pupils. Understanding of the nature of prejudice and means of overcome it must also be stressed.
5. *Accelerated program of school construction and maintenance*
   Thousands of children are still being deprived of a full school day. The present pace of construction and maintenance is unsatisfactory due primarily to the lack of funds, and funds must be found to speed up the process. Particularly, the trend wherein schools reflect deterioration of neighborhoods must be reversed. Slums need sparkling schools.
6. *Greater dedication to experimentation with new educational approaches*

   The vogue in education for adoption of policy and practice on the basis of slogans, gimmicks and press agentry is deplorable. A vast school system like New York's provides a laboratory for careful evaluation of new procedures. Solid research must be built into the design of all new ventures and

experimentation must be encouraged.

7. *Intensified high school placement program*

   All high school "leavers," "graduates" or "dropouts" should be followed up carefully and helped to be placed appropriately in jobs or further schooling. This may result in new post-high school remedial and guidance centers. It should result in working with the board of education to provide many more opportunities for tuition-free liberal arts college students. The tremendous need for college space should be met by imaginative programs and experimentation should be encouraged. An example worth trying is the use of high school facilities from 4 to 10 p.m. and the utilization on a part-time basis of public school personnel as college professors.

8. *New and better curriculum materials, supplies and textbooks*

   New York City's Curriculum Bureau is outstanding. It should be given the staff and the opportunity to accelerate its program of development of curriculum materials and even textbooks if publishers do not produce good books. Those materials must be attuned to the realities of modern, urban life. The schools must be supplied in a radically better way than at present.

9. *Federal support for deprived neighborhoods*

   A concerted effort must be made to get Federal aid for education of children in deprived neighborhoods. City and state cannot alone handle the problem of city slums. New York City particularly needs Federal aid because it is a receiving center for migrants from other parts of the country.

The nine-point program cited above provides an indication of necessary steps to be taken if we are to give the children of New York City the kind of education they deserve. The program is presented in broad outline; details can be supplied later.

It must be emphasized that the CSA believes that unless the funds are provided for such a program and unless boycott-manship and vilification ceases, integration will not be possible.

In sum, we must now unite for better public education. Let teachers, supervisors, parents and citizens join hands in a massive movement for genuine support for education in New York City. Let us close ranks with the Public Education Association which has sounded this call for unity and concerted action. Let us move forward constructively and let city and state know that the annual buck passing can no longer be tolerated. Let us renew and restore the glory that was and is New York City's public schools.

The act of community desegregation operates to bolster and encourage Negro pupils, parents, and teachers alike. Also important is the sudden interest Negro education finally wins from the whole community. As long as it is a separate system, dominant white interests can and do forget it. But once desegregation forces the community to handle the education of its youth in one package, to consider Negro education as an integral part of the whole process, new attention is attracted. Indeed, the increase in white scores that accompanies desegregation suggests that public education as a whole benefits from the greater public interest.

Thomas F. Pettigrew